

Message Text

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FM SECSTATE WASHDC

TO AMEMBASSY BONN

INFO AMEMBASSY BERLIN

USMISSION USBERLIN

AMCONSUL BREMEN

AMCONSUL FRANKFURT

AMCONSUL DUSSELDORF

AMCONSUL HAMBURG

AMEMBASSY LONDON

AMEMBASSY MOSCOW

AMCONSUL MUNICH

USMISSION NATO

AMEMBASSY PARIS

AMCONSUL STUTTGART

AMEMBASSY VIENNA

USCINCEUR

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CINCUSAFE

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C O N F I D E N T I A L STATE 253497

E.O. 11652: GDS

TAGS: PFOR, GW, US

SUBJECT: FRG-US POLICY GUIDELINES

REF: BONN 5128 (MARCH 27, 1975)

1. THE FOLLOWING STATEMENT OF US POLICY OBJECTIVES IN THE FRG IS THE RESULT OF INTER-AGENCY CONSIDERATION OF THE EMBASSY'S ANNUAL POLICY ASSESSMENT (REFTEL). IT IS INTENDED TO SERVE AS THE BASIC STATEMENT OF AMERICAN POLICY TOWARD THE FRG FOR THE COMING YEAR.

2. MAJOR EFFORTS SHOULD CONTINUE TO BE MADE TO ACHIEVE THE GREATEST POSSIBLE IDENTITY OF VIEWS BETWEEN THE US AND THE FRG ON MAJOR ECONOMIC, POLITICAL AND SECURITY ISSUES. IN ADDITION TO THE TRADITIONAL EUROPEAN POLITICAL AND SECURITY QUESTIONS, CAREFUL ATTENTION SHOULD BE PAID TO:

-- INTERNATIONAL ECONOMIC AND FINANCIAL AFFAIRS, INCLUDING MULTILATERAL TRADE NEGOTIATIONS AND THE MONETARY SYSTEM;

-- ENERGY AND RESOURCE PROBLEMS, ESPECIALLY ACTIVITIES OF THE IEA AND DEVELOPMENT OF THE PRODUCER-CONSUMER DIALOGUE ON PETROLEUM AND OTHER IMPORTANT COMMODITIES;

-- CONDITIONS COVERING THE TRANSFER OF NUCLEAR TECHNOLOGY FOR PEACEFUL PURPOSES;

-- INTERNATIONAL ORGANIZATION AFFAIRS, INCLUDING THE UNA AND OECD.

3. WHERE AGREEMENT ON COMMON APPROACHES IS POSSIBLE, THE FRG SHOULD BE ENCOURAGED INCREASINGLY TO TAKE THE LEAD IN SUPPORTING COOPERATIVE SOLUTIONS TO MAJOR PROBLEMS, ESPECIALLY IN THE ECONOMIC AND RESOURCES FIELDS. WEST CONFIDENTIAL

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GERMAN LEADERS SHOULD BE ENCOURAGED TO BE MORE ACTIVE IN INTERNATIONAL ORGANIZATIONS SUCH AS THE UN, IN THE THIRD WORLD, AND IN OTHER PARTS OF EUROPE, SUCH AS THE MEDITERRANEAN. IN URGING A MORE ACTIVE FRG POSITION, THE US SHOULD KEEP IN MIND IMPORTANT FACTORS WHICH CONTINUE TO LIMIT FRG MANEUVERABILITY. WEST GERMAN LEADERS SHOULD BE ENCOURAGED WHERE FEASIBLE TO SUPPORT US POSITIONS IN EC-9 POLITICAL AND ECONOMIC DISCUSSIONS, BUT EXCEPT ON VITAL MATTERS, WE SHOULD NOT SEEK TO EXPLOIT OUR RELATIONSHIP WITH BONN AND BLOCK EC-9 CONSENSUS. WHERE POLITICAL AND SECURITY MATTERS ARE CONCERNED, THE FRG SHOULD NOT BE PUSHED TO TAKE STEPS WHICH IT BELIEVES ARE INCOMPATIBLE WITH ITS EFFORTS TO ESTABLISH COOPERATIVE RELATIONS

WITH ITS NEIGHBORS IN EAST AND WEST.

4. TO ENCOURAGE WEST GERMAN COOPERATION, THE US SHOULD BE WILLING TO LISTEN TO FRG IDEAS ON IMPORTANT ISSUES AND, WHERE POSSIBLE, TO DOPT GERMAN IDEAS WHICH ARE IN THE COMMON INTEREST, JUST AS WE EXPECT THE GERMANS TO TAKE OUR

INTERESTS INTO ACCOUNT ON IMPORTANT MATTERS. WE SHOULD INCREASINGLY ENDEAVOR TO ESTABLISH A COOPERATIVE BASIS FOR OUR TIES. AREAS WHERE CONSULTATIONS CAN BE EXTENDED, EITHER BILATERALLY OR IN A LARGER GROUP, SHOULD BE EXPLORED. OUR IMPORTANT ECONOMIC AND MILITARY LEVERAGE WITH BONN SHOULD BE UTILIZED IN A MEASURED MANNER, WITH FULL UNDERSTANDING OF THE NEED TO AVOID DAMAGE TO OUR BILATERAL RELATIONS BY PRESSING HARD ON ISSUES OF LESS THAN GREAT IMPORTANCE.

5. THE US SHOULD AVOID PUBLIC OVER-EMPHASIS OF THE CLOSE NATURE OF US-FRG TIES. THERE SHOULD BE NO TALK OF A "SPECIAL RELATIONSHIP" BETWEEN US. US-FRG CONSULTATIONS SHOULD BE CONDUCTED QUIETLY, AND WHEN POSSIBLE, COMMON APPROACHES SHOULD BE EXPANDED TO INCLUDE OTHER WESTERN NATIONS. ABOVE ALL, WE SHOULD AVOID THE IMPRESSION THAT WE ARE ATTEMPTING TO SEPARATE THE FRG FROM ITS EUROPEAN

PARTNERS OR TO SINGLE IT OUT AS LEADER AND SPOKESMAN OF EUROPE IN THE ATLANTIC RELATIONSHIP.
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6. THE ABOVE GOALS SHOULD BE SUPPORTED BY CONTINUED US DEDICATION TO DEFENSE OF WESTERN EUROPE AND SUPPORT FOR THE FREEDOM OF BERLIN. WE SHOULD MAKE CLEAR THAT CONTINUATION OF THE POLITICAL FREEDOM, INDEPENDENCE AND TERRITORIAL INTEGRITY OF WESTERN EUROPE REMAINS OUR MOST IMPORTANT GOAL IN EUROPE. EFFORTS TOWARDS DETENTE WITH THE USSR AND EASTERN EUROPE SHOULD BE COORDINATED CLOSELY WITH THE FRG AND THE REST OF NATO. WE SHOULD RESIST UNILATERAL REDUCTIONS OF US TROOPS FROM GERMANY AND DIMINUTION OF US NATO COMMITMENTS. WE SHOULD CONTINUE TO DEMONSTRATE US ENGAGEMENT IN ALL RELEVANT FACETS OF EUROPEAN AFFAIRS. ESPECIALLY IMPORTANT TO OUR RELATIONS WITH THE FRG WILL BE CONTINUED PROOF OF THE FACT THAT WE CONSIDER OURSELVES TO BE A POWER WITH LONG-TERM INTERESTS ON THE EUROPEAN CONTINENT, AND THAT OUR PRESENCE IS SOMETHING WEST GERMANS CAN COUNT ON INDEFINITELY.

7. WE SHOULD ENCOURAGE THE FRG TO MAINTAIN AND IMPROVE ITS ARMED FORCES, AND TO COOPERATE WITH AND SUPPORT US AND OTHER ALLIED FORCES STATIONED IN GERMANY. IN ORDER TO MEET CONGRESSIONAL TROOP-CUT PRESSURES, SOME TYPE OF NEW US-FRG OFFSET AGREEMENT IS DESIRABLE. THE EXTENT AND

NATURE OF ANY NEW AGREEMENT WILL BE INFLUENCED BY THE OVERALL US BALANCE-OF-PAYMENTS SITUATION, AS WELL AS OTHER TYPES OF FRG CONTRIBUTIONS TO IMPROVED ALLIANCE DEFENSE. WE SHOULD SEEK FRG COOPERATION IN INCREASING INTEROPERABILITY WMONG THE FORCES STATIONED IN GERMANY AND ELSEWHERE IN NATO. WE SHOULD EXPECT AND ENCOURAGE THE FRG TO PLAY A MAJOR ROLE IN MOVING THE NATO ALLIES TO MORE WIDE-REACHING AND EFFECTIVE STANDARDIZATION MEASURES.

8. SPECIAL ATTENTION NEEDS TO BE PAID TO THE PSYCHOLOGICAL ATMOSPHERE OF US-FRG RELATIONS. EXCHANGES, ESPECIALLY AMONG YOUNGER MEMBERS OF THE POLITICAL, EDUCATIONAL AND CULTURAL ELITES SHOULD BE EXPANDED, WHEREVER POSSIBLE IN BOTH DIRECTIONS. CONTINUED EMPHASIS SHOULD BE PLACED ON ILLUMINATING THE VARIED FACETS OF AMERICAN SOCIETY TO THE GERMAN PUBLIC. IN A PERIOD OF ESPECIALLY CLOSE COOPERATION WITH THE SPD/FDP COALITION, WE SHOULD MAINTAIN CORDIAL RELATIONS WITH THE CDU/CSU OPPOSITION AND SEEK ITS SUPPORT
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FOR US POLICIES.

9. WHERE BERLIN AND THE GDR ARE CONCERNED, WE SHOULD CONTINUE OUR SUPPORT FOR WEST GERMAN EFFORTS TO REMOVE BARRIERS BETWEEN THE TWO PARTS OF GERMANY. OUR APPROACH SHOULD BE ONE OF SUPPORTING FRG EFFORTS TO ACHIEVE THE FREE SELF-DETERMINATION OF THE GERMAN PEOPLE IN A FASHION WHICH DOES NOT LEAD TO DANGEROUS INSTABILITY IN CENTRAL EUROPE.

10. WE SHOULD CONSULT CLOSELY WITH BONN ON EAST-WEST MULTILATERAL NEGOTIATIONS. IN MONITORING CSCE IMPLEMENTATION, WE SHOULD ACCORD ATTENTION TO PARTICULAR FRG CONCERNS. CLOSE CONSULTATION ON MBFR POLICY ALSO SHOULD BE MAINTAINED. IF, AS MIGHT BE POSSIBLE, US AND FRG VIEWS BEGIN TO DIVERGE, HIGH-LEVEL ATTENTION SHOULD BE GIVEN TO RESOLVING THESE DPFFERENCES IN A WAY THAT SERVES BROADER US INTERESTS YET WHICH CAUSES THE LEAST POSSIBLE DAMAGE TO OUR BILATERAL RELATIONS.

11. THE FOREGOING IS INTENDED TO PULL TOGETHER AND SUMMARIZE THE MAIN ASPECTS OF US POLICY TOWARD THE FRG. WE SEE THIS EXERCISE AS PART OF AN ONGOING DIALOGUE AND WOULD WELCOME EMBASSY REACTION AND/OR COMMENTS. INGERSOLL

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